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ABSTRACT

This conference brought together a wide range of staff interested in the teaching of educational management. The contributing lecturers were chosen to highlight problems of management rather than of teaching. Lord Morris of Grasmere delineated the market need while J. M. Fearn outlined the Scottish system from the perspective of central government. F. Tye examined management problems in the schools. Dr. M. Shipman gave an exposition on what the research indicates about the role of teachers as part of the policy determining team. Two projects--one to identify the particular training needs of practising managers of education, the other to explore alternative avenues in the teaching of educational management and to identify those most appropriate under present conditions--were described and discussed. (Author/IRT)

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Coombe Lodge Report

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Vol 8 No 10

Study Conference 75/23A

Developments in Teaching Education Management

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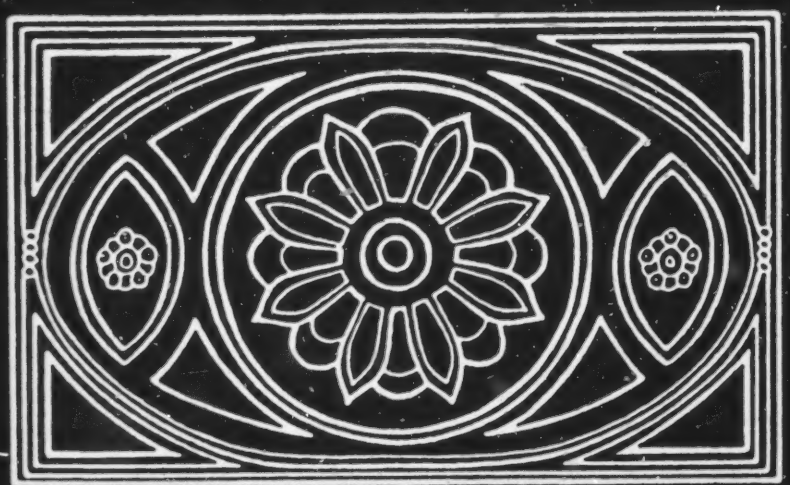

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Study Conference 75/23A

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FOREWORD

Conference 75/23A brought together a wide range of staff interested in the teaching of education management. Many were already actively involved in the field, others were contemplating new developments while a third group were interested from the point of view of resource allocation.

The contributing lecturers were mainly chosen to highlight problems of management rather than teaching. Lord Morris of Grasmere delineated the market need while J M Fearn outlined the Scottish system from the perspective of central government. F Tye examined the problems facing the schools. Dr. M Shipman gave a fascinating exposition on the role of the teachers as part of the policy determining team.

The projects benefitted from a comparative exercise undertaken by academics active in the teaching of educational management not only in this country but also in Holland, Canada and Australia.

This conference was reported by D.L. Parkes.

Lord Morris of Grasmere.

DEVELOPMENTS IN TEACHING EDUCATION MANAGEMENT : THE NATURE OF THE PROBLEM

a comparative view

"Most sensible people have felt little desire, and felt little need, to tread in this slightly philosophical field. They have rightly been concerned rather to get on with the practical job, and carefully to ask only such questions as would immediately help them to do so.

When one advocates management studies or training in management for people in the education service, one does so originally on the ground that almost by universal consent, such studies and such training have in some other fields proved to have quite remarkable value, and are now accepted as being quite indispensable to good practice and good planning: and that nobody had ever thought of them until quite a few years ago, so that a number of achievements which they have made possible would have been quite impossible until very recently. So one naturally has to ask oneself whether if we do not follow along the same path we shall be missing out on something in the educational service; and whether it would not be criminal to do so. Equally naturally doctors, civil servants, politicians, and many others have had to put to themselves the same question - and have done so with much energy in the past few years.

The natural home for the exploitation of the use of management studies and management training is I suppose a firm or company or other organisation whose business it is to produce things by manufacture, especially if it is a large firm or organisation. It is universally accepted that such a concern needs 'management', and that it will not get very far, or in many cases survive very long unless its 'management' is good. If a natural entrepreneur, with the temperament of an entrepreneur, has a brilliant idea about something which the public will buy, and how to make it, the brilliance of his idea may, even in these days, carry him through for a time to profit and to success even though he knows little or nothing about contemporary management studies and techniques. But the great majority of businesses are not like this. And in default of exceptional brilliance in an exceptional situation, the majority of industrial firms need management studies and training, and cannot get on without them. Also they have the advantage that they clearly have 'management'. Also it is clearly the business of the board of directors to 'manage' the enterprise.

The instinctive acceptance of the belief that 'management' has an essential part to play not only in the production of goods but also in the provision of services must be well justified by experience. Yet it is fairly clear, right from the beginning, that the exploitation of management skills will present different problems in enterprises or organisations where the end-of-line workers, the 'front-line' or 'coal-face' workers are not performing mechanical or technical operations, but are giving professional services. It would be foolish and even disastrous to take the line that the great human services need learn

nothing from the development of management in industry: but it would be at least equally foolish to believe that the principles and practices of modern management in industry can be taken over and applied easily and wholesale to such services as those of health and education.

management in the education service

What then do we mean by 'management' in the education service? The main part of the front-line work in education is done in the schools and colleges. How far does this work involve and require 'management'? And what does 'management' really mean in this connection, and what are the management skills which are most in demand?

One or two things are obvious enough. Schools and colleges require buildings, and these have to be maintained and improved as occasion demands. Future needs have to be forecast, and arrangements have to be made to provide for them efficiently, at the right time, and without waste of resources. Buildings need to be adaptable, and indeed they need to be abandoned from time to time and replaced by newly designed buildings which meet the needs of a later day, of changes and developments in the educational process. Procurement of equipment and stores needs to be well-managed. And above all the right number of suitably trained teachers need to be available for employment in the right places, both now and in five and ten years time. On the face of it, in all these things much the same kinds of management seem to be required for schools and colleges as for manufacturing enterprises.

There are important differences of course, of which perhaps three are particularly notable: the important decisions about schools and colleges have to be taken in the public interest by public bodies; the front-line workers are not manipulating machines or otherwise operating for the production of things but are giving professional services to individual persons; and everybody is interested not primarily in what comes out eventually as a product of the process involved, but in what goes on in the schools. Have these differences a great significance when it comes to the study and practice of management?

Let us consider the second of these differences first. The professional teacher is not trained to work to rule, to teach like an automaton. Some attempts have certainly been made in the early years of undeveloped countries, where there have been almost no educated people, to train would-be teachers to handle classes and to teach by rule of thumb - to go through a series of prescribed motions and actions in the presence of groups of children without having much idea of what, in any educational sense, was really going on. The prescribed motions and actions had been designed by clever professors, who did of course have very precise ideas of what they wanted to go on, to produce calculated reactions in the children in the classroom which would contribute to some degree of education in those children. This may, in the circumstances of a very backward country be better than nothing at all. But nobody, I think, ever thought that such a scheme provided, or could provide, a real alternative to real teaching of children by real teachers. The real teacher like the real doctor, tries to understand the children in front of him and to use his own gifts and his own judgement such as they are, to do his best to educate them.

This is what he is trained to do - or at least that is the idea; and he cannot be so trained unless he has received a quite high degree of education himself, in his own person.

This means a notable restriction in the possible field for 'management' inside the schools, or the colleges, whether the management is inside or outside the school. There are certainly well known stories about France, that a high official in Paris knows at any given time on any particular day exactly what every teacher in the national schools is teaching and how he is teaching it. I do not know whether anybody believes this story, but as a rule experience suggests that most differences between England and France turn out to be pretty much six of one and half a dozen of the other. Seriously, nobody is going to suggest that management is going to be asked to stand between the teacher and his pupils, and control, or even design a close pattern for, his professional operations. There is an essential teacher-pupil relationship just as there is an essential doctor-patient relationship. And management is going to keep itself out of the way.

Of course this does not mean that where the teacher and the doctor is concerned, there is no place at all for management. Both of them virtually need the support of management; and both of them have an immense amount to gain both in their work and in their personal satisfaction and comfort where the management is as good as it can possible be. They need buildings, equipment and medical and teaching materials; and of course they require that the money available for these should go as far as possible; and almost more important in these days of immensely rapid developments they want valuable technical improvements to be brought to them in their teaching rooms as frequently as possible and as quickly as possible. In addition to all this they need to be able to work under conditions which enable them to work together in harmony and indeed in total co-operation. Perhaps we may give some further consideration to this last point, which is of very great importance.

It is obvious that if the pupils of a school or college are to gain the best possible benefit from the efforts of the teachers, there must be some 'management' of the work of the teachers. But the teachers being professional men and women, and because of the nature of the work they are seeking to do, will want to have some degree, indeed a very high degree, of control of this management. There was a time when teachers, and even doctors who were employed in the public services, would have been satisfied provided management was in the hands of a manager who was a fully qualified and experienced member of their own profession. A doctor or a teacher would submit to management by a medical superintendent or a headmaster or headmistress. But in principle this is no longer so, and it is progressively and fairly rapidly becoming less and less so in practice in educational establishments. Operational management is by one method or another coming to be more and more firmly in the hands of the teaching staff as a whole.

Everybody knows that such management, especially in the case of a comprehensive school or of a large college or university is a most complicated and difficult art; and everybody knows that there have to be in the institution some people who have special gifts and interests in this field, and ought indeed to have special training. But the position and posture of such managerial persons will not have much in common with that of a commanding officer of a battleship or the permanent head of a Department in Whitehall. Each of these employments has its own characteristics and conditions, and its own problems; but the 'manager' in an educational establishment, or the 'manager' of a hospital is something else again.

who manages?

Most people when they walk into a school, or a college, or a hospital, can tell within quite a short time whether it is a 'well-managed establishment'. But who does the managing? And how is it done? It is very tempting to say that it is always a bit of a mystery, and that the key figure may well occupy a different kind of position in different individual establishments; and probably there was a time when this was very largely true. There were fewer large hospitals and colleges than there are today and there were enough people with natural genius to go round - not of course enough to make all the institutions good, but enough to make quite a few of them very good indeed. And the social and professional climate of the times allowed the good practising doctor and the good practising teacher to leave the good 'manager' to get on with his own job of management and to be glad themselves to get on with being good doctors and teachers.

But this will not do, of course, nowadays. It will not do for very large institutions; and more important still, it will not do for the public services. In the public services, everything must be done properly, and must be seen to be being done properly; it must be done in a way which can be defended publicly in Parliament or in County Council, and which is acceptable to trade unions or professional associations. It is nowadays quite clear that, in the light of the ruling principles of modern political faith in the free countries, there is no way of avoiding, or of getting round, the necessity of finding some open and acceptable way of 'managing' the operation of these great public services in which the front-line troops, or coal-face workers - whichever metaphor you prefer to use - are necessarily professional men and women, whose day-to-day professional operations and behavious are in some very important sense, under no control but their own.

So where does the 'manager' stand in regard to the work of the hospitals, or of the schools or colleges? We should consider first the 'inside' managers, who are inside and part of the internal constitution of the individual institutions - leaving aside the 'outside' managers who belong to the national or regional or area bodies, which are concerned with the running of the groups of hospitals or colleges or parts of a wider national service system. In the old days, the managers, whether in designing or in operating their managerial arrangements clearly had to see to it that those arrangements gave the maximum scope and opportunity to the front-line troops to use to the full their professional judgments and skills, and to live with their professional consciences. But they, the managers, who saw themselves as necessarily operating not in a perfect

world but within the art of the possible, assumed that the final judgment about what was managerially possible and desirable, rested in the end with themselves. If they could show that any criticism of or opposition to what they proposed, on the part of the professional front-line was based on hoplessely impractical and utopian ideas and was 'crying for the moon', the governing body - the authority of formal decision - would force or pressurise the professional workers into accepting the inevitable and doing their best even on a plan that they regarded as regrettable.

This system - with its strong strain of hierarchy and authoritarianism, however well masked - has for one reason and another lasted a very long time. But it seems clear that its day is over, and that managers have had, or are having, to accept its demise as an inescapable fact. So what does the manager now do?

accountability

Clearly he has got to recognise the facts as they are today. Clearly he has to convince his governing body, who must in the end accept the responsibility for securing that their institution is a going concern, not merely as in the past that his managerial proposals represent the best working arrangements which are practicable, but also that the front-line working staff will accept them as ebing the best working arrangements practicable. I am not merely saying that the governing body itself must see to it that this situation of acceptability is secured. I am saying also that it has necessarily become part of the commitment of the management officials to secure it, on the ground that if the management do not take on .his commitment, to whom is it to go? Clearly the governing body is there not to do itself the prime job of management, but to satisfy itself that the job is well and truly done. It may seem that there might from time to time on extraordinary occasions have to be some kind of show-down between management and professional front-line staff; but it is surely clear that in such an event it is management who will have to work out the method and plan for resolving the differences in an acceptable manner. If it does not, how is the solution to be found? In practice no doubt the chairman or vice-chairman, or some other leading member, of the governing body would in the last resort step down into the managerial arena for the occasion and secure a resolution of differences. But in so doing he would be playing the part of management, not the part of a chairman or vice-chairman of a committee. Management would have to admit to itself that it had failed in its own job.

Whenever there is a real management problem in the internal working of a school or college, a main tool to be used by the manager in the modern situation will necessarily be what in the jargon of today is called 'communication'. And communication will have to mean a great deal more than the establishment and maintenance of a wall newspaper, or the circulation at a well-judged moment of a clearly phrased and well documented memorandum or circular. Anyone who has ever tried very hard at this kind of managerial acitivity, known well and to his own cost that when it is a question of putting across a new idea, or even an old and well tried idea which has shown itself to be difficult to accept, almost no reader will take in as much as ten per cent of the meaning and significance he merely reads. On the other hand a couple of hours of free

and open discussion, well-serviced with the relevant facts and figures and other information, will more often than not produce the acceptance by a majority, usually a large majority, that there is only one inescapable conclusion to be drawn, one inescapable decision to be made. The servicing is of course a managerial job: and the necessary work of analysis and imaginative resource to determine in advance what servicing is required involves managerial skill, and if possible should bring in managerial genius. But there is now no other way: two hours may seem to be a long time to have to expend in one committee on one restricted problem; but there simply is no other way. And the manager who tries to go ahead with a scheme which is at all new or complicated with insufficient groundwork of this kind, will have cause to regret it more often than either he or the public interest can afford. In older days a good manager could call on a good deal of personal managerial credit; his professional colleagues would accept that he knew his business, and after a few questions would accept that he was probably right in the particular case. In any case the governing body as practical men with some business experience would pretty certainly be convinced by his arguments, because he had done his homework and was already with the answers to their questions before they were asked. The experienced man of business is always impressed when he sees that his questions have not taken you by surprise, but that you have well thought out what your answer should be. But all this, and even more along the same lines, is not enough today.

committee management

The other important part of the managerial business in this connection is of course the arrangement of committees so that they interlock systematically, though without giving rise to inflexibility. Whenever there is some development or change in a college, someone or some group of people are keen on getting something done, and either have put in a lot of work on the problem or are willing to do so. It is important that they should not be frustrated by avoidable delays or inconclusiveness in the handling of the servicing. Obviously there must be a standard rhythm in the arrangement of meetings of committees, boards, councils, etc., so that business which has to go to more than one body, as almost everything of any importance has, may be presented to them in the right order. There must also be inventiveness in the setting up of cross-working-parties and other devices, as between committees themselves and other groups, to handle the long preparatory exercises of analysis and suggestion which are clearly not to be done in committee. In the old days, under good management this sort of thing used to be done by management staff in back-rooms; but nowadays the provenance even of very highly intricate statements of analysis and proposal are keenly scrutinised, and they may well be accepted or rejected as much because of the credibility of their source of origin as because of their arguments. Many a good statement of analysis and suggestion may get a bad start because of its source of production and presentment; it may even be doomed for this reason, and a whole good line of proposals and suggestions may be almost automatically doomed with it.

foresight

Perhaps most important of all is the early foreseeing of impending problems and controversy, and above all the foreseeing of crisis. With really good management there should of course never be crises, and after any crisis almost any manager will say, at least to himself, 'I ought to have foreseen so-and-so'. He knows that if he had foreseen, he would have arranged differently, and almost certainly the controversy would never have reached the stage of crisis. He will also say to himself that after such and such a stage nothing could have been done; the crisis had to come, and had to work itself out and find its post-crisis solution. He must then face the facts, and do his best - since even the handling of a crisis needs managerial skills - to live with the crisis, diagnose the moment when it is working itself out and something can be done, and be ready and prepared to make the managerial arrangements to set the stage for tidying things up. Even the handling and burying of crises calls for managerial skills.

I said a moment ago that where there is extremely good managerial foresight and anticipatory action, crises ought not, in principle, ever to arise. In the circumstances of today I suppose this is not entirely true. There are some groups of enthusiasts in the community nowadays - and one or more of them can arise and become active in any institution, or anywhere, at any time - who, with a set determination, decide to seek change by engineering a more or less violent confrontation, rather than a dialogue or argument, right at the beginning of things. Some of them think this is the only effective way, in a recalcitrant world, of actually securing some specific change which they have at heart; others simply want to break up the whole institutional and social order because they believe that out of the break-up a better order will emerge. Probably in some such cases no amount of managerial foresight and skill can avoid a confrontation and crisis. But to the true manager such a situation only presents a difference of detail. He recognises that in essence the key challenge is to him and to nobody else. The situation has to be resolved, so that the life of the institution and the community can go on. And in the course of the resolution almost everything will depend on the invention and management of procedures. Goodwill and personal charismata can be exploited up to a point; but they will not get very far on their own. If the group engineering a confrontation can secure and keep in being massive support in the general community, then - under the conditions of a free society - they will win the argument. In that case absolutely first-class management skills will have to be called upon to enable the working parts of the community to adjust themselves so that life and labour can continue in reasonably due order. If on the other hand, as is more usual, the confronters are unable to maintain in being massive community support, still the situation has to be resolved, and if possible some good has to be made to come out of the crisis. Here again nothing but very high managerial skills can enable procedures and arrangements on the right lines for a satisfying issue to be achieved. When the moment comes that everybody wants a resolution, nothing but managerial skills can make the resolution actually attainable.

If we turn from the internal management of particular institutions, particular schools and colleges, to the comprehensive management of the whole educational service for a large population - for instance in a country or a metropolitan district - it may perhaps seem that here the nature of the problems of management is well known, and that well established management studies and systems of management development and management training are in full cry. This may possible be correct; but even in this field the position needs reviewing. Education committees and their officers, may have their own understanding of how for instance to get their way with the Establishment Committees and Finance Committees of their County Councils or Metropolitan District Councils; they may have their own skills at presenting their plans, and programmes and individual decisions so as to make persuasive and effective with the kinds of practical men and women, to whom education is just one service among many, who will inevitably find themselves in membership of these committees. So far as officers are concerned, I am not sure that there really is in existence anywhere any codified or systematised body of knowledge or expertise in this field of management which can be called upon for guidance or for building schemes of training. I suspect that in practice, now as in the past, every man as operating 'manager' is out on his own, using his native wit and his knowledge of human nature, and later as time goes on using his own experience and his observation of the failures (and even sometimes the successes) of his friends and colleagues in the business. But let that pass - with the single comment that such a system must have been quite a success in practice, or education in this country would have been less successful than it has actually been. Education officers must by and large have been pretty well chosen for their jobs - even though there are, to all intents and purposes no training stables from which they can be taken.

participation

But let that pass. Even if, up to now, we have lived under a system which in practice has worked quite well, the important fact has to be faced that today we are up against a new kind of problem for management officers. This is the problem, or range of problems, presented by the demand, the ever-increasing demand, for increasing 'participation'. Inside the relevant committees in local government especially, individual members are insisting that they must, individually and in groups, play some part in the designing as well as in the approving of plans and in the analysis and arguing which precedes significant decisions. They expect that things will be argued out, and figures will be determined and agreed, not in back-rooms in hidden preparation for committee meetings, but inside actual committees or in groups of committee members. Officers, and in many cases their chairman, are of course resisting all this, on the grounds that it is not a practical and effective way of preparing intricate and well thought-out proposals to meet very complicated and quickly changing situations. A committee has always been thought to be no place for drafting, still less for inventing and contriving. The quiet of the back-room and the wet towel round the head are what are needed. But the battle goes on and the end is certainly not yet. Nobody knows yet how compromises will be made, and how things will settle down. But greatly increased 'participation' has clearly come to stay; and in decision making the future will not accept the rough and ready wisdom of the past. Even those who continue to think that the new methods are not going to contribute much to 'good' government

are having to accept that they will be more and more demanded as necessary to 'democratic' government by today's standards of 'democracy'.

Then, too, over and beyond the committees and councils, there is the public. At the time of the big developments after the second world war, progressive authorities quickly came to realise that they would have to take much more positive action than in the past to explain and commend to the public of their area what they were doing. They began to send out not only their officers, but their chairman and chairmen of sub-committees into outlying towns or villages where protests arose or aggressive questions were asked. In most cases, they were sufficiently successful to get their decisions accepted with reasonable good will, and the developments of the time were able to go ahead. But nowadays this is not enough. Today groups out and about in the public itself want to take some hand, not merely in approving decisions, but also in inventing or forming proposals or at least in vetting them in advance. And it seems clear that by and large the press and media generally will support them in such demands.

Clearly there is a real danger here. If administrators and managers do not show resourcefulness as well as determination, the quality of the service will certainly suffer. In the cause of up-to-the-minute democracy we could easily find ourselves aiming at something better and arriving at something worse. There is a temptation for the professional administrator to try to get by with devising some plan or arrangement which, whether really satisfactory or not, will be easily accepted without trouble. But this of course will not do. It is all against a long tradition in English educational administration. Educational administrators have been not only committed public servants but also enthusiasts for education; and they have accepted that to them fall the main responsibility for ensuring that decisions are really viable, and that new arrangements prepared for the authorities to approve of, will really work. Unless administrators can use the necessary management skills to make some acceptable kind of 'participation' work, without damaging the quality and viability of decisions, the future of education in a free society looks very bleak indeed. For we have here an extremely formidable problem and, broadly speaking - this is to say, allowing for some contribution from a brilliant lay chairman here and there - only the professional administrators and managers can solve it."

F Tye,
Director, North
West Educational
Management Centre
at Padgate College of
Education, Warrington.

WHAT'S SPECIAL ABOUT EDUCATIONAL MANAGEMENT

SYNOPSIS

Six major areas which present "different" problems:-

1. The problem of defining objectives. Pluralistic society. Multiple objectives in schools.
2. The difficulty of assessing the achievement of objectives Education service under pressure for accountability, but finding few satisfactory answers. Criteria difficult to agree and outputs difficult to quantify.
3. The difficulty of defining precisely the teacher's job within the organisation. Bureaucratic organisation inappropriate. Teachers with multiple roles are not line managers. Current attempts to differentiate functions have led to splitting of academic and pastoral concerns - the demanding and the caring roles. This, too, is inappropriate.
4. The personal difficulty which many heads have in emerging from their traditional roles. Traditionally heads knew about and controlled personally all school activities. In large schools they cannot do this but find it difficult to come to terms with the new situation.
5. The curious career structure of the education service. "Quantum leap" to headship with no specific preparation. No systematic, planned staff development. Successful teacher becomes head of department. Successful head of department becomes head. But successful head does not become chief education officer.
6. Lay control of policy. Most organisations must pay attention to the customer, but the customer does not sit on the board of directors. Educators are, quite properly, the servants of the community, but this brings problems of relationships.

TEXT

In order to discuss what is "special" about educational management, one should know something about the "general" problems of management. My knowledge is limited, so I shall confine myself to some of the major difficulties (as I see them) of managing an educational institution - and further restrict myself to a consideration of schools, because I can talk with confidence only about schools.

I have selected six areas which seem to me to present problems:-

The problem of defining objectives - of deciding what we are trying to do. The reaction of educationalists when asked to state their objectives varies

from "Oh God, I haven't got any. I must be a failure" to the other extreme of pulling out the paper from the drawer and saying "there you are - all written down". Most stated objectives are either innocuous, pious statements about developing individuals to the maximum of their potential - so pious as to be meaningless. Or they represent a consensus view which has got so watered down in the process of reaching a consensus that nobody feels passionate about any of it. It is difficult nowadays to say what we are trying to do. Not, I believe, impossible, but much more difficult than it used to be. When I became head of a grammar school, I never questioned what I was about, and nor did anyone else. I was expected to pass on a received body of knowledge and encourage certain attitudes, standards and values which were mainly middle class. There is now much more doubt. Society has no accepted norms and, within the schools, pupils,teachers and parents may well have different aims. Another problem is that the emphasis is now almost always upon social goals. The word 'academic' has become a dirty word and I suspect that some of our schools are almost becoming anti-intellectual.

Secondly, if we don't know precisely what we are trying to achieve, how can we set about assessing it? We are now being called upon to account for our use of scarce resources and we have very few satisfactory answers. Examination results, the behavious of our young people in public etc. are not acceptable indicators, but we cannot offer anything else. Many of the outputs we care about are not quantifiable and we run the risk of measuring the measurable even if it is not the most important. So we must rely upon the continuous subjective professional judgment of educationalists monitoring the process as it goes along. Since many of our aims are long term - what sort of adults do we produce - we cannot wait for an end to the process and must assess the process as it happens.

Thirdly, the organisational structure and the definition of jobs. The definition of a person's job within an educational institution (and I am thinking now about schools) is much more difficult than an industry. In a motor car factory you don't find the same man working in the paint shop and in quality control. Line management can be structured more carefully and more precisely. In schools, a man does work both in the paint shop and in quality control, wearing different hats at different times and often at the same time.

So we have two pendulums swinging. The first is between the bureaucratic organisation and the flexible. In the bureaucratic organisation everyone has a defined job which is universally known and each member known how he relates to the others. This works for tasks like being responsible for the audio-visual aids equipment, but what about discipline, atmosphere, ethos? Maybe we have become over-bureaucratised since the management boys got at us, so we now hear teachers saying "it's his job let him get on with it". The opposite extreme is the flexible organisation in which every job is everybody's (and sometimes nobody's). Flexible is sometimes a respectable name for chaotic. If someone asked me as a head what I would do in a particular situation and I found myself answering "well, we are flexible about that" I knew that I really had no idea what we would do, but I hoped somebody would think of something.

The other pendulum swing's between taking the decisions at the centre and taking them at the periphery. At the centre where all the information is available and where the buck stops. At the periphery where the problem is really understood and where it hurts first if the solution is wrong. We swing between the two, because the boss has too much to do so he delegates. Then something goes wrong so he pulls the reins in tight again.

Perhaps the most disturbing aspect of school organisation now is the growth of the split between academic and pastoral roles. For very understandable historical reasons, we have set up in most schools two structures very often labelled academic and pastoral. What it has led to is a separation of the demanding and caring roles and the labelling not only of jobs but of teachers, too. Fundamentally, we have set up an organisation which does not match the material we are dealing with. It is well known that a child does not make good progress in academic work if he is unhappy. It is equally true, but not as often recognised that if we get academic decisions wrong he will be unhappy. Every decision we make about the sets he works with, the materials he handles and the method of presentation affects the child's personal development. Academic and personal development cannot be divorced from each other.

The fourth problem is really personal to the managers of educational institutions. The Managing Director of a large organisation accepts that he doesn't know all the workers and the workers don't expect to go straight to the Managing Director. We have got large organisations but we are not making psychological or sociological sense of the new situation. We still cling to the old idea of the omniscient head. He knew everybody and everything that was happening. We have got to a point at which this concept is out of date, but in our hearts we don't like to leave it. So heads are searching for a role. We don't know how tightly we should hold the reins, how open our doors should be or quite how best to use our time; and sometimes we swing from one extreme to the other. If we "delegate and forget", colleagues think we are not interested in what they are doing. "We don't get any encouragement; the head never comes near us; he doesn't care". At the other extreme, we breath down their necks and they say "he doesn't trust us to get on with the job". I don't know whether there is an answer, but the role of the head at this stage in the development of our institutions is an important question.

The fifth point is about career structure. We are not very far removed from the days when we recruited trained professionals and thereafter left the whole business of career development to them. Now this is not, of course, completely true. There are schools and there are heads who give a great deal of attention to the career development of colleagues, but generally we don't take at all seriously the problem of staff development. We are afraid of appearing to groom people for their next job because it may seem to be "unfair". We advertise and wait to see who applies, leaving it all to chance. We offer courses of in-service training and await replies, so that we often get applications from the ambitious and the insecure but not necessarily from those who are ready for the training course or for the sort of post we are trying to fill.

The other strange aspect of career structure is that successful teachers are promoted to supervise other teachers as heads of departments. Successful heads of departments are promoted to supervise other heads of departments, as heads of schools. But successful heads of schools are not promoted to supervise other heads, as chief education officers. Our administrators mount a separate promotion ladder on to which they step at quite an early stage in their careers.

Sixth and last, we have the peculiar problem of lay control. I am not saying that this is a bad thing. In fact, I beleive that it is quite proper in a democracy. Society has a right to express its view, through its elected representatives on the aim of the education service and I believe it has a right to comment upon the methods employed. One hears disgruntled professionals grumbling about lay control and envying doctors and lawyers. "Nobody tells a doctor how he should treat his patient". But, do we really want this? When you go to a doctor you set out the objectives. You want your health restored and you tell him as a technician to get on with it. When you go to a lawyer you set out the objectives. You want to buy that house or have a neighbour's fence removed. He, as a technician must get on with it. Surely, we want to be involved professionally in the setting of objectives as well as in the machinery of their attainment. Which means that we must be involved in a dialogue with our lay masters who are both the customers and the controllers. And this process involves peculiarly sensitive relationships which we must tackle with tact, judgment, sensitivity and integrity."

Dr M Shipman,
Director, Research
& Statistics Group,
ILEA.

RESEARCH AND DECISION MAKING

SYNOPSIS

"Only a small part of the total research enterprise in education is directly concerned with policy making. Most researchers are located in academic institutions and their work is orientated towards drawing conclusions from evidence reflecting on hypotheses drawn from theory. This does not mean that the research is irrelevant. It does mean that it is:-

(a) indirect in its influence. It changes the climate within which decisions are made rather than the decisions themselves.

(b) unpredictable in its impact. It is often the small scale, unreliable case study that is influential because of its timing and relevance.

(c) critical of existing policies and practices. The main pay off from research has been to show the gap between ideal and reality.

The focus here is on policy orientated research. But in an education system that allows professional autonomy, the influence of conclusion - orientated research on the profession may promote changes in policy from the bottom up as effectively as policy orientated research can influence policy making at the top.

sources of demand for research

Policy is not made through unanimity. It is the product of tension between interested parties. Researchers adopt an objective, detached stance, but their services are demanded by the various parties in decision-making and evidence is interpreted from different viewpoints. In local authorities the researcher may be within the administration, but his services can be demanded by elected members, administrators, inspectors and advisors, headteachers and teachers. The distinctive position of the researcher in the organisation is that he is protected by his discipline from partisary pressures. He controls the production of the evidence and those requesting it can never be certain of the results nor exert influence over them.

the demand for research

The easiest way of assessing the relation of research to policy making is to look at the demands that are made. These demands split into three areas:-

(a) for information on which planning can be based. Roll and catchment projections are the basic data, particularly as births and migration fluctuate. This and other data for the detection of trends requires routine collection and statistical handling of information for building up trends and pointers,

(b) for information to enable resources to be allocated effectively. Where this allocation involves positive discrimination, educational indices are essential.

(c) for monitoring and evaluation requiring routine and bespoke research programmes.

the anticipation and initiation of demands

Researchers cannot wait for demands for information. Research takes too much time to complete to be organised only when requests are actually made. Hence the researcher must anticipate demands and carry out pilot studies in advance on his own initiative. This means that he must have freedom to take these initiatives. But this freedom allows him to raise new questions. Because his job is to be objective and to mobilise evidence from all available sources, he should be able to focus the attention of policy makers on forthcoming problems and to rephrase existing questions. The relation of research to policy making must be interactive. In line with Bain's thinking this requires a central position for the researcher.

research for school management

While most of the research effort is made for authority wide purposes, researchers can help the staff of schools. This usually means setting up testing programmes for input-output measurement or some other form of monitoring or evaluation. The policy used in the ILEA is for the teachers to request help and to do the work themselves. The researcher acts as consultant to help at the design and analysis stages.

the organisation of policy orientated research

Research and Statistics Group in the ILEA is organised in three sections, statistics, research and information services. The statistics section organises routine collection of statistics, produces projections and the information required by planning and other administrative branches. The research section organises projects mainly through the advice of working parties or committees. The research and statistics sections together service the primary and secondary school indices. The information section deals with all requests from external researchers to do work in ILEA schools, and uses the evidence from these studies and from elsewhere to provide information on research on request. This outline is misleadingly over-simplified. In practice, because the research and statistics personnel can handle large amounts of data through the computer, many jobs are done which are purely administrative.

At any one time there are about a dozen major research programmes in operation. At present these range from a 10 year follow up of 35,000 children to case studies of mixed ability grouping in secondary schools. The distinguishing characteristics of this group are that it can produce results quickly if needed, work within a framework established by the committee structure of a large authority and report in a language tailored to a non-academic audience. The researchers employed have to work as one professional group among many while simultaneously maintaining standards of work that ensure that the evidence produced is a reliable basis for policy."

TEXT

perspective

"Like most researchers I am fairly sceptical about my own work but my experience has been that the more research, the more people want of it. I want to make some general points before I begin because I think its possible to tackle the problem of the role of the researcher in management without this. First of all the common sense point that as with all knowledge - things look different according to the position you have within the organisation; we all define different situations in different ways according to the particular role we are performing. I think it is essential to understand this when you have a look at the researcher in the management structure. Our basic concepts differ according to the particular position we are occupying in the structure. This has come out very clearly, to me, over the last six years in dealing with curriculum - when you have a look at the curriculum scene you realise the very different definitions that confuse the whole field.

Next, I am very struck with the model which Stewart McLure uses; he says that education has essentially two axes, made up of managerial, legislative, financial considerations on one axis and by professional considerations on the other. All decisions in education are always the interaction between these two and that in itself I think is fairly obvious although its very often overlooked in many of our considerations of educational problems. Something which has come over very clearly to me is that this method works only through the tension which is on the network at each corner, otherwise the whole system would break down.

the role of research

The latter is very important to understand when you are considering the role that research can play in an organisation, whether its a school or a college or Local Education administration. The tension is there and its no use ignoring it. The whole system only holds together when everybody keeps pulling hard in the opposite direction to everybody else; in other words you don't give up your role if it happens to be discordant with the rest of the people, you go on pulling in the direction in which you think is right and that holds the thing together rather than being disruptive.

reality and perceptions

A latent function, the real outcome from most educational research whether we like it or not, is to expose the difference between what is actually happening (or what is actually happening according to the researcher) and what people believe is happening. That is the real outcome from educational research, an extremely uncomfortable outcome, both for the people who receive the evidence and for the researcher who gets the reverberations back from the recipients of the evidence. It is the consequences of that disturbance which research can cause which I am really going to deal with in the rest of my talk rather than with the vast bulk of research particularly in education, which is conclusion orientated. I am going to deal essentially with policy orientated research which my own Group is involved in within a Local Authority: Research which is designed to help in decision making.

policy and research

Firstly, the role of the researcher in an organisation has strains not there for the other participants. First he is a professional in the organisation. In addition to the consequent strain, he has the strain of the research staff which is, essentially one of detachment. In addition there is the researcher's reference group, the group to whom he refers his actions, the group who he sees when making his actions legitimate, the group he looks to for his own promotion in the future, the whole career structure. He is normally outside the organisation in which he works (and that too is a sort of strain): it is also a sort of independence for the researcher, but it means that the research position is different from many of the other people in the organisation.

research as a threat

Next, his research is not only uncomfortable because it is continually exposing a gap between what people think is happening and what he sees is happening, but the outcome of research is open ended and unpredictable. If you give a brief to a researcher to help in making a decision, you want particular information but you do not know what the outcome of the activity is going to be, and very often it is going to upset the calculations of people who ask for the research in the first place. Its unpredictability is a source of strain for everybody involved, for those who asked for it because it will upset their calculations; a source of strain for the researcher because he knows that he is going to be unpopular as a result of doing his job well.

The exposure of the gap between the ideal and the reality means that the researcher, and the work he does is always going to be a threat to somebody. Somebody, as a consequence, is going to bring pressure on the researcher, not necessarily to change the evidence but certainly to prevent in slightly different ways. Let me give some examples:

My predecessor left me with a paper which had been published in "New Society" on the relation between reading skills and class size, a paper which has hung round the neck of the research group for the last five years because it happened that the teachers were pressing for smaller class sizes. A research paper was produced by the biggest Authority in the Country, all the evidence showing that reading attainment rose with the size of the class. It suggested the opposite

of common sense, the opposite of the ideal; the opposite of what people thought was happening, and were pressing to happen with smaller class sizes.

Evaluation studies are going to make one extremely unpopular. Let me also give what is rather an innocent but important part of our work. We service two sets of Educational Indicators. Each Primary School (800 of them) and each of the 200 Secondary Schools, are ranked, in the case of the Primary Schools, on 10 Educational Indicators which add up to the Primary School index. In the Secondary Schools there are 13 factors. And each school, as a consequence of the addition and the averaging of those factors, is given a rank, and that rank is influential in determining how much resource the school is going to get per year. It is also used in the allocation of other ad hoc payments like the recent social priority allowance. In other words we try to allocate our resources objectively through the alternative use of resources. This puts the researcher in the firing line. He becomes a buffer. The reason is the schools begin to realise that it is through the research that the group is collecting, through the evidence that they are either robbing themselves or otherwise, and as a consequence all their complaints come through not to the Administrator but to the researchers.

the place of the researcher in the hierarchy

The research development group should be near the Chief Executive. It should be there, I think, because the Group and the researcher need to be informed, need to know what is going on. He needs to be in the policy making machinery, and needs to be close to the Chief Executive so that the Chief Executive can control the researchers. And lastly he needs to be near the Chief Executive so that he can be kept busy. Because the researcher who is in the organisation and concerned with policy is in a very different position to the academic researcher who is contracted to do a particular job.

the researcher as a committee member

Contracted researchers who do particular jobs can be ignored quite easily. You have the researcher in the organisation because he is sitting on the committees for the next 10 years, trying to press his particular point. It is a very much more uncomfortable position, and this makes it very difficult to ignore him. If you ignore him he is wasting a lot of money. More important he would create a number of peripheral irritants - malignants. There is a great danger in ignoring researchers who take great pride in their work - who invest a lot in it, and don't expect to be ignored if they are employed by the Authority or the Organisation that is using the evidence. It creates irritants, there are many examples of the researchers versus the Management. The best example of this problem is in the Community Development Programmes. Primarily in the USA, but in Britain as well, there are large numbers of Community Development Programmes. If the Government doesn't float one every year it feels its getting left behind. The typical outcome of employing researchers, in this situation, is for the researchers to go native: if you don't take any notice of them, they go native and then take the part of the participants against the Organisation, they start feeding back some very uncomfortable conclusions about the way in which the particular organisation is working.

controlling research

First of all I don't think you need know anything about research itself to control it. You need know very little about techniques; one of the great faults in the training of researchers, is that the whole thing is concentrated on technique, rather than conceutrating on the case side. The best way of learning how to do research, is either to do it or read up other people's mistakes. You do need to know the limitations of case research in order to check the researcher when he goes beyond those limits.

The Manager has to know the limitations of research, he has to know what the researcher can do and cannot do. But the researcher will always be pressing forward the boundaries of research, trying to go beyond the existing potential, because that is how he makes his reputation. His reference is normally outside the organisation, and so is his next job, so he presses beyond the limits. The job of the Manager is to keep him within the limits.

The Manager must know the possibilities of research but he must also know how you time research in the decision making process. It is no use bringing the researcher in half way through, although that is always when you are called in. So you have to know how to place him, to know how to time him. But then you have to know how to keep him on schedule because his concepts of time are different to yours. You want the evidence now or yesterday in order to make a decision tomorrow. When the researcher starts building up his project, he is going to take two or three years. The researcher says - wait for another couple of years and I can give you the answer. Almost invariably the research is too late to influence the policy decided without the beneift of evidence at all. So you have got to keep him up to schedule, you have got to know what the processes of research are on the design to the report stage, in order to make sure that you are going to get the evidence when you want it, not when the researcher thinks it ready.

basics

The next thing you have to do with researchers, is to keep them producing basic information. The last thing my team want is forever to do the boring work which the Managers want them to do. The Inspectors, the Teachers, the Administrators, the Politicians want boring facts. No researcher is going to make his reputation by doing this; it's derided in the profession, they don't like fact crunchers, they don't like feeding and receiving facts from computers; nevertheless that is what is needed. And the Management has to make sure that the researcher has got his fair share of chasing up the figures and producing them.

So the Manager needs to place the researcher, keep him informed, keep him controlled and the next thing he will have to do is learn how to support thim. He needs supporting because his work is unpredictable and will be a threat to somebody. There is always somebody - in the designing of the research project who says - I do not want the question asked in that way. Heads will say - I don't think you should ask questions about Heads when you are dealing with the induction of new teachers. Similarly if you ask questions about Inspectors,

the Inspectors will say - well, could it be asked in a different way? or could we be excluded this time round? Everybody feels frightened and therefore will come in with special pleading, and it takes about 30 different committees before we set up a research project, so everybody has a good opportunity. The job of the management is to support the researcher under those circumstances, to make sure he can be detached and objective, not let him down when somebody starts hammering. You have to give researchers freedom to stand up to the hammering. We could not do our job if we were not treated in an extraordinarily generous way within the ILEA.

looking ahead

Nobody keeps very tight controls over 50% of our work, but it is absolutely essential because our concept of time is different; if we are to get the evidence on the table of the people who need it in time, we have to anticipate their research in advance. Two years before a research is done we have got to be piloting it and we have got to be piloting it on our own hunch that this is going to be the important thing in two year's time. At the present moment we run at any one time twelve major research projects but I have two people always released on work which I think is going to be asked for within two years and you must guess what these are. One is truancy from schools and the other is mixed ability groups in secondary schools.

These are obvious ones where the research is going to be very complicated; we need to iron out the snags in advance, nobody asked us to do that research; we do it on our own initiative because we know its got to be piloted before we are asked to do it, in order to keep up with the time schedule of the management as distinct from our own rather idle slow moving time. Under those circumstances we are in a difficult position because we can always be accused of doing work which has not been initiated officially so once again its a source of strain.

I have argued that the impact of the researcher is essentially to change the climate within which people do their thinking and make decisions. I think the impact of research is important (regardless of criticisms made). Look at the relationship between attainment and social class'. Look at the almost compulsory employment of researchers now on government commissions compared with twenty years ago'.

Conclusion

My job is to ask questions. All the time we produce the demographic population figures which illustrate the problem that is going to arise as the number of children fall and we have to start cutting staffs in schools.

But our major concern and the major question I am asking at the present moment is what is going to be the effect on the basic curriculum of schools. We may have schools which are going to have to drop teachers and who are already short of maths teachers. What happens? You cannot supplement the maths staff under those circumstances because the whole school has got to take a cut in staff.

We have never been in a situation where institutions are getting smaller before for any length of time, or where rolls are falling; and we are moving now into that situation. The researcher would love to get in there but the time is so restricted. The decisions will be made before we can produce our results. We are not the kind of institution which produces results for their own sake. We have to be there to try to influence the decision in the first place."

J M Fearn,
Secretary,
Scottish Education
Department.

THE ROLE OF CENTRAL GOVERNMENT

the office of Secretary of State for Scotland

"A number of years ago I found myself on occasion addressing parties of visitors from overseas on the subject of the office of Secretary of State for Scotland and the arrangements which he makes to discharge the functions attached to that office. Now a good many of these people had come from countries where they have a federal form of Government, that is to say a Central Government with legislature and executive and provincial or state Governments, each equipped with legislative and executive powers, and it was perhaps natural that when people like that had sojourned for a week or ten days in Whitehall and Westminster, and then came north to Edinburgh, they might think they were visiting a seat of provincial government and might expect to find a legislature and attached to it appropriate executive authority. Well, if they come back in another few years who knows what they will find, but at the time I am speaking of I felt it prudent to make it very clear to these gentlemen that in coming to Edinburgh and looking around at Scottish administration, they were not seeing anything which in their sense of the term could be described as a provincial government.

There was no provincial state legislature, no separate Civil Service and no separate Executive and I emphasised with all the force that I could that my Minister, the Secretary of State, was a member of the United Kingdom Cabinet, that he stood in relation to the Cabinet, to Parliament and to the other Whitehall departments in exactly the same kind of relationship as that enjoyed by let us say the Secretary of State for Education and Science.

In no sense is my own department or the other departments in Edinburgh an offshoot of any of the Ministries in Whitehall. Perhaps it might be useful if I said just a very brief word about the organisation of the Scottish office and of the departments which go to make it up: the Secretary of State for Scotland has an extraordinarily wide range of functions. It has never been found possible to administer these through a single unitary department and, in fact, we have a kind of federal structure which I suspect bears a certain resemblance to the Ministry of Defence, in that we have a permanent Secretary who is not himself responsible for the administration of any of our services, instead these are divided up between five service departments: Agriculture and Fisheries, the name of which speaks for itself; Development, which is a kind of Scottish Department of the Environment; Home and Health, again the name speaks for itself; Economic Planning and my own department the Scottish Education

Department. Each department is under the charge of an officer who in Whitehall terms is one below Permanent Secretary rank.

the Scottish Education Department

So much for the structure in general. I wonder if I might now turn to the SED, the Scottish Education Department, which is the Central Government Department for education in respect of Scotland. With one exception, we cover the whole field that in England is covered by the Department of Education and Science, the exception being the universities and the Research Councils. Scottish universities, like all others in Great Britain, are funded from monies voted to the Department of Education and Science and distributed upon the advice of the University Grants Committee. Accordingly our remit in education runs from the youngest age group in nursery schools and through primary and secondary schooling and further education right up to degree standard but stops short at the universities. You have thus the situation that in the British Cabinet there is the Scottish Secretary of State - with education as one of his responsibilities sitting alongside his fellow Secretary of State with responsibility for Education generally in England and with responsibility for university education throught the country.

relations with England and Wales

There are a good many questions which a joint approach has always been adopted and on which for political reasons is not easy to see that anything else would serve. I have in mind for example the school leaving age; I think it is hardly conceivable that there should be a different school leaving age in different parts of Great Britain and I think that situation will obtain even when Scotland has its own Assembly and Executive Government. The same applies I think to the entitlement to free milk and things like the introduction of a programme of nursery education. In such matters the countries always walk in step and before a step is taken, the Ministers concerned have to reach agreement.

In other aspects of the educational scene we differ quite considerably. While we have the same school leaving age, England and Scotland have different systems of leaving dates, that is to say the actual dates on which the pupil leaves. Kindly do not ask me to explain the difference because I don't understand the English system and frankly my understanding of the Scottish system is at times a bit precarious!

Another respect in which, of course, we differ very markedly from England is in our arrangements for the qualification of teachers. We have always had different training arrangements and during the past eight or nine years these differences have, of course, been underlined by the establishment in Scotland of a professional body rather on the lines of the General Medical Council which has charge of the registration of all teachers who wish to practice and is charged also with the admission to practice of teachers who have not qualified in Scotland.

I don't know quite how to describe the relationships between the two departments, the English and the Scottish. Obviously we are the little brother: very often we find ourselve obliged just to go along but we do try to play as big a part as we can in the formation of policy on those issues where it is clear the same line has to be followed in both countries and, very often, by getting a word in right at the beginning we get more of what we would regard as our own way than perhaps people would think us entitled to.

There is a partnership between the central department which is responsible for broad questions of educational policy and the Education Authorities who deliver the service to the customers. As an officer of a Central Department I would be the first to admit that this is rather an unequal partnership, at least so it has always seemed to me. I always have in mind here the analogy of the Conductor and the Orchestra. Not being musical myself I may be wrong about this, but I have the impression that if the Conductor were struck dead a good Orchestra would go on for quite some time delivering fair music, and that is rather how I see the Education scene.

I have not the slightest doubt that this audience is much better qualified than I am to speak about the role of the Education Authorities and I think I will be well advised to concentrate on what we do or try to do at the centre of things. Curiously enough there is a difference in the Statutory conditions North and South of the Border. The Secretary of State for Education and Science has in his Statute an obligation to secure a national policy for providing a varied and comprehensive educational system. No doubt that is what he tries to do. But this obligation just doesn't seem to have got itself written into our Act of Parliament; instead our statute places on Education Authorities the duty of securing adequate and efficient provision for school and further education. Now I don't for a moment claim that in practice these differences in the Statutory provision make any real difference in what happens but I just like to think the Scottish provision with the emphasis placed on the duty of the Education Authorities is the way I like to see the balance of powers and duties between Central Department and the Education Authorities.

Why do we intervene at all? Why don't we confine our activities to providing the necessary legal framework, then just leave it at that and allow the Education Authorities to get on with the job. I think there are three main purposes which underline the activities of the Department which I think it unlikely that any conceivable Government would wish us to give up: The first I think would be to avoid a situation in which there was a great variation of standards in provision. Education is a National service locally administered, but the view has always been taken that it has to be administered as nearly as circumstances permit to national standards. The second purpose of our intervention is the control of resources and the third is the forwarding of the educational policies of the Government of the day.

Now take first the question of standards and the prevention of undue variations. This is not a very obscure or difficult part of the Departments activities because there we rest pretty heavily on the statutory provisions which empower the Secretary of State to make regulations prescribing the standards and general requirements to which every Education Authority shall conform in the discharging of their functions.

policy

Now it is quite improper for me to speak of Departmental Policy as opposed to the policy of the Minister but I must confess that for a number of years the Department has cherished a desire to get rid of a lot of the regulations which have been made over the years prescribing standards in considerable detail. We would like to reduce their bulk, simplify them and cut out dead wood like regulations telling Education Authorities to make sure to tell pupils not to eat peas with their knives. But I have to confess that this is an uphill struggle. First of all there is the Teachers Associations: they want everything written down in black and white and with statutory force. Then there are our own Ministers who always seem hesitant about entering this kind of field. And lastly there are the Education Authorities themselves who have always seemed to me surprisingly reluctant to cast off their own chains.

Apart from regulations, we have of course a sanction in our Act, which empowers the Secretary of State to take action against any Education Authority who he considers to be in default of their duty. I have made use of that section once and I hope I will never have to do it again. How can you really make an Education Authority do something that it doesn't want to do? I think the English have something which sounds simpler than our default procedure but I don't suppose they find it easy to work.

Again in this field of standards we have an appellate function for example in deciding appeals by parents whose children have been identified as requiring special education because of physical or mental handicap. We try to administer fairly even handed justice and we believe our decisions have some effect in securing a reasonably even standard of service.

resources

I would like to leave that a moment and turn to the control of resources. I don't suppose there ever has been a time when Education Authorities or any other manifestation of Local Government have been able to undertake all the work that they would like to undertake. I am also pretty sure however that there never has been a time when the expectations of Education Authorities have run so far ahead of the resources which the Government has felt able to make available for Educational expenditure and it follows that over the past few years, certainly over the eight years that I have been in the Education Department, the emphasis has been to see that not more than the Governments planning figure is spent, and the allocation of resources between sectors has occupied a very great deal of our time. I might just add that in the field of resource control we are very much better placed on the capital side than we are

on current account. On capital expenditure we virtually have absolute control in that no Education Authority can start capital works without our approval. In the field of current expenditure the situation is very different indeed. We have no direct control; we can only try to influence the amount for which the Education Authorities commit themselves through the negotiations in fixing the amount of money that the Government hands over by way of rate support grant (not specifically of course for education).

The third point I mentioned was promoting the policies of the Government of the day. Each new Government that comes to power has a parcel of policies which are different from those covered by their predecessors and in the Civil Service we have the job of reducing election manifestos to realistic terms and in the case of services that are delivered by Local Authorities we have the job of trying to ensure that the Authorities pursue the policies that are favoured by our Ministers. This is not altogether easy because on the whole our powers are negative rather than positive. Education authorities (I've no doubt in England and Wales too) have to put forward, for the Secretary of State's approval, schemes of educational provision and revise the scheme if he asks for it. The Secretary of State can't tell them what to put into it and if they put into it things that he doesn't like, he can modify but he isn't allowed to modify the things they have put in a sense which departs from the authorities original intention, so he can be rather stuck. This I think is what Mr. Prentice has been finding over recent months in the matter of comprehensive education, and there has been talk of legislation which would give his Department some bigger, better teeth which might be used in those kind of circumstances. Incidentally, on the subject of comprehensive education this is not a matter which has caused us anything like as much bother North of the Border probably because of the difference in Scottish traditions. Outside the big cities in Scotland the tradition was that you went to THE SCHOOL and that was that. I think that now something like 90% of the secondary pupils in Scottish Local Authority schools are in schools with a comprehensive intake and most of the exceptions are in places where, for geographical reasons, rather than for reasons of educational philosophy, it is not very easy to organise comprehensive schools.

further education

Now, the above remarks have been mainly connected to the schools; I think that in the field of Further Education probably the department can exercise a rather greater influence. In Further Education we do have the function of ensuring the co-ordination of provision and this we do, partly by our control of capital expenditure but, much more to the point, by our approval of all courses which are laid on at further education institutes. This is not, of course, necessarily done at the formal stage; the final approval is generally no more than a formality because the course has been discussed in detail by our Inspectors and by the Administration of the college, and well before it comes up for formal approval things are generally pretty well settled.

The bulk of advanced FE provision in Scotland is directly financed by the Department in institutions administered on our behalf by Boards of Governors and since we provide all the money we feel that we are entitled to go some way towards calling the tune. This is really a fairly tight system and it is comparatively easy for us to secure co-ordination of provision and avoidance of overlap and extravagance. What we find some difficulty in doing is in avoiding overlap between our institutions, and the Universities. This is a topic which I think shortly we will be pursuing with the Scottish Universities.

influence and the inspectorate

Turning to the Department's educational influence, undoubtedly our most powerful instrument in that regard is her Majesty's Inspectors of Schools. There is no doubt in Scotland the standing of the Inspectorate is extremely strong; this is not perhaps surprising because it is now quite a venerable body. The first Inspector of Schools was appointed as long ago as 1840 which was 45 years before the establishment of the Scotch Education Department as it was then called and continued to be called until 1915. They have a tremendous influence in the further education field through the process of discussing and approving the courses that are provided by the various institutions and, of course, apart from being in and out of the schools, they are in constant touch with FE colleges, central institutions and colleges of education. And lastly, they play a very great part in the operation of the body which we term the Consultative Committee on the Curriculum. There is in Scotland a long tradition of direct Government influence of the School Curriculum. In the past this was exercised almost entirely by HM Inspectors with the authority of the Department. It is not in fact very many years since we had on the book statutory instruments which laid down the areas of the Primary curriculum in which pupils were to receive instruction and it is not so long since Education Authorities had to submit for both the Primary and Secondary Schools, schemes of work for HM Inspectors approval. In the Curricular field a major change took place in 1965 when the Secretary of State set up the Consultative Committee on the Curriculum. Its main purpose was to secure much greater participation by the teaching profession in the development of curricular policy. Accordingly teachers are strongly represented on the curriculum committee along with Educational Administrators, representatives of the Universities, Officers of the Department, Members of the Inspectorate and myself as Chairman. The Committee itself doesn't get down to very much work of detail. Generally speaking it works through subject committees which are set up by the Secretary of State on its advice, and through curriculum developments centres, which are again on its advice attached to the College of Education. Thus there is whole interlocking network of Groups who are working on Curriculum Development and every one of these Groups is served in one way or another by the Inspectorate. Of course we make enormous use of the experience and the initiative and ideas of practising Teachers, Lecturers and Professors, but these people have their own jobs, they can't work full time at this and it is therefore the Inspectors who provide the Secretariats and provide much of the drive and continuity of application that are vital to the work of curriculum development."

PROJECT A

"To identify the particular training needs of practising 'managers of education'

D C Spencer,
Senior Staff Tutor,
Coombe Lodge

Introduction to Project

"I thought we could look at each of the words in the definition of the project, then I could help to clarify and illuminate what you are expected to do.

education

The first word which I underline is at the end. I decided to start at the end of the sentence and look at the word 'education'. It did seem to me a little pithy that we have actually got 'education' down and not 'learning'. I think it can be a very big conceptual step forward to think of managing the learning process. There is something fiercely obscure about the word 'education' which perhaps 'learning' will acquire after a few years but it seems to lack it just at the moment.

I was struck last night by Lord Morris; he is the first speaker of that sort for a long time here who hasn't mentioned the Open University, and it did occur to me that I was wondering whether he would regard an Open University tutor as a manager of education.

managers

This brings me to my next word which is 'manager'. Now somewhere in management literature there is a definition of the territory of management: "Everything that is done by everyone between the Chairman and the foreman". This is worth a bit of reflection because it means that anything which anybody is doing (which is other than a front line operation) constitutes the territory of management. We don't like words like "foreman" in education although many of the things that we do have very close similarities. I would suggest that if we are talking of educational management we do need to keep well in the forefront of our minds that we are dealing with everybody in the system from the course tutor, section leader - call him what you like - the subject leader, the actual first person going up the tree, who has any very clear responsibilities.

function

The difficulty with the word 'function' is that you immediately delineate or imply some very clear and specific sort of activity, whereas the thing you may be primarily concerned with in your management training is the production in the person of a general facility. Anyone who is to do anything other than teaching and related work in a team is performing a managerial function.

practise

The next word is 'practising' and I want to draw your attention to this word because it does mean that we are directly concerned with what is being done now. Management training is not something which trains people to perform highly desirable but largely hypothetical functions or roles or whatever, in the future. What we are concerned with is what do we need for people who are now working! There is an immediate difficulty because it isn't clear whether, at this very mundane level, we are concerned with simply getting people to improve performance on present practices, or whether we are going to seek to make changes in people which will lead them to introduce new and better practices. This is not a clear distinction but if we take the typical Principal, should we try to make a better manager within the complete state of statistical ignorance which many of them inhabit, or should we try to induce a condition in them, where they go back and devise systems which will produce the evidence which most industrial people would have assumed they had anyway.

training

We come to the word 'training'. I have resisted the temptation to dig a deep pit for myself and jump into it by trying to define training but merely suggest that by and large training is essentially an activity of education where the objectives are much clearer. I do sometimes wonder whether our present concern with objectives doesn't spring almost entirely from the activity of the industrial training boards. I don't know but certainly they are the people who have been pushing the boat along.

particular

Our next word is 'particular' and this is with malice of forethought to encourage you to concentrate attention on the operational needs of practising managers. Now, what I think begins to emerge, assuming one goes along this particular line, is that the training needs of different people in the system vary very greatly, depending on exactly what it is they are doing. We can take a specific example of a man in charge of a course, running it, keeping it going,day to day,who has a very different set of requirements from someone who may have no such responsibility but is responsible for the introduction of new courses. Whether one would want to pursue this,given different sorts of training, I don't know, but it is reasonable to suppose that each one could have been trained in the particular skills and knowledge which will be needed to be brought into play before he is asked to discharge either of these sets of responsibilities.

This does not preclude any consideration of what you might regard as the basic disciplines on which all Management Teaching rests; either on one or other aspect of Social Science or one or other aspect of numeracy.

Syndicate Conclusions

Syndicate 1

The needs of managers in educational institutions involved with goal setting; planning; allocation of resources; organisation - were identified as political poise, motivation, development and control. The manager works with people, material, time and resources and external relations and is concerned with curriculum and organisational structure given the background of values, purposes, and political, economic, environmental, inter-personal and organisational considerations.

Specific knowledge and skills required were identified as: the ability to assess organisation, evaluate objectives and make decisions. The ability to organise a school fully utilising all the resources available and to organise and control human resources in the context of appointments, grievances, militancy, delegation, induction, staff development, communications, discipline, motivation. All this against a background of the problems of teaching, clerical and ancillary staff.

In organising and controlling student development; pastoral and welfare, discipline and morale, assessment and records acted as constraints. To organise and control learning processes and the background considerations included equipment, buildings, major and minor works procedures.

Administrative skills are required in timetabling, examinations, planning, use of time, day to day routines.

To motivate staff and control curriculum development one required the processes of consultation in the context of the development of courses.

Knowledge and necessary financial skills include estimating, accounting, distribution and control of funds. Liaison with outside agencies is important including professional staff, HMIs, governors, careers officers etc.

Knowledge of legal requirements in the context of pupils, parents, conditions of service and insurance.

All these skills and abilities act in the context of understanding the structure of local and National educational systems.

Syndicate 2

The discussion was management centred, considering the workings and philosophy of a successful health service management course at Oxford. What are the criteria for determining training needs? Opinion favoured diagnosis and training for special needs not giving a general procedure. Suggested categories were individual, institutional, client and financing body. Syndicate 2 denied that education management was concerned solely with learning, but involved resource management. Constraints upon resource management were discussed together with the present economic situation CNAA submission requirements and DES plans to terminate college of education autonomy were included. There was agreement on the need to assess resources and have properly quantified information and to have policy regarding buildings and staff deployment. Attention was drawn to major weaknesses in Polytechnic and Further Education policy making, because of this lack.

However, the role of personnel management was stressed especially in inter-personal relations and sensitivity techniques. Which has priority, the person or the organisation? Perhaps with greater need for accountability the organisation will respond effectively to cost constraints - e.g. new modular course structures geared to public sector educational needs might evolve.

To crystalise there appeared a schemata of training course needs:

1. Identification of Concerned Groups

   (e.g. individual, institution, financing body).

   All ranges of need from Principal to Reading Specialist and Management "Experts".

2. Ways of Identifying Needs

   e.g. Modified DELPHI techniques. Induction where students identify needs.

3. List of Areas Useful to Education Management

   Use of resources, inter-personal relations, environment of the system conflict, leadership styles, student life styles.

Syndicate 3

The syndicate decided to narrow the wide-ranging remit to a consideration of educational managers in schools, focussing particularly, though not exclusively on headship in the Primary School. It attempted to define for its working purposes what was meant by a "manager of education", but found that progress was to be made rather by focussing on what the headteacher needs to do (which he had not needed to do before becoming a head).

This led them to a consideration of techniques of management (in particular interviewing and discussion - leadership skills were discussed) and of contextual and internal constraints upon the manager (particularly legal and economic). Following this, a more structured discussion was launched upon a consideration of a particular B.Ed. course for Primary heads, in which one sought to examine how far it met the remit of Project A. The members were led, as a result, into a discussion of role set analysis and systems analysis which enabled them to look at the in-put of problems to the Head from parents, staff, pupils, HMI etc, as a "negotiating" exercise. Considerable examination of the head-parent relation and head-staff relation highlighted the need for the head to develop negotiating skills, communication skills and consultative skills. The following issue was also raised; to what extent does the educational manager need various academic perspectives to bring to bear upon situations and to what extent can he depend upon "recipe" knowledge?

Finally, it was constantly recognized that course tutors and students both have varying philosophies and values, and that short courses on techniques do have hidden assumptions built in. There must be opportunities to uncover and examine those assumptions and alternatives. Indeed the focus on "practicality" in courses should be used to generate further perspectives and demands. In short, our wide-ranging, open-ended discussion emphasized the existence of different approaches and the lack of easy, clear-cut answers.

Syndicate 4

The syndicate confined its discussion to the 'professional' (salaried) manager already working in education: the class teacher was excluded, although it was recognised that he must be concerned with organisation of learning; and the position of the lay manager was noted but not discussed in detail.

It was felt that training needs are similar at all levels, but that the mix differs according, particularly, to the size and type of organisation. The following managerial functions were identified: the definition of objectives and the formulation of policy; the design of an appropriate organisation to carry out the policy; the mobilisation of human and material resources; the direction, monitoring, evaluation and adjustment of functions 1, 2 and 3 above.

Training for the above should include: an input of knowledge of administrative structure, processes and procedures; the development of an analytical ability; the development of inter-personal skills, including effective leadership and communication.

PROJECT B

"To explore alternative avenues of the teaching of educational management and to identify those most appropriate to our present condition"

The Project was introduced by G.E. Wheeler, the Deputy Director of the Further Education Staff College. Four witnesses gave comparative perspectives both in plenary and syndicate before the conference met in full session to put together its conclusions.

G E Wheeler, Deputy Director, Coombe Lodge

Introduction to Project

diversity of approaches

"It is very clear as in most other aspects of our tradition of education, at least in the management field, there is no common way in which cohesion is demanded and in fact different institutions in different services have very contrary ideas as to the best way to go. We always justify this contrariness on the basis that out of all the differences there must be one system which is the worst, we haven't yet perhaps evolved a way of recognising that situation. It strikes me that very often we put our resources to the worst systems (and the most noisy ones) rather than the best. Education is fickle of definition and shy of measurement and we immediately apply procedures that are neither very sensitive, nor very able to deal with unwillingness to measure.

the academic approach

We do need to make up our minds fairly collectively, as to the kind of approaches which are possible and which best suit our present condition. One clear approach to the Teaching and Development of Educational Management is the Academic (Scientific Academic if you like); discovery of knowledge and the undertaking of a good deal of research in order to do so. This is done by a set of academics who are probably inactive in the processes of management, and thus we develop a Science or a Study or an Art and attain Academic respectability - a very desirable thing most certainly and I am not suggesting other than this. It is quite clear that a large number of studies which we have already seen in the UK are like this. They have a duty which is academic and a utility which is nil. As recent studies become more and more esoteric the practising manager may be left with the thought that he doesn't get much help from the academics. We should be warned by what has happened in the Business Schools where the acceptance of particular concepts has led to a high degree of remoteness so that business no longer turns to the Business Schools for help. It would be a great pity if the Educationalists could not turn to Educational Management for help and guidance. It would be a greater pity

if the people who went through the Schools of Education Management found that when they came to occupy educational positions they had derived no particular direct benefit other than the academic one.

the skills approach

The second approach is to identify the skills it would be desirable to possess if one happens to be the Manager of the School. The skills may be clear and direct such as dealing with a difficult parent or a more difficult child or may be more esoteric. I was talking to a group of Bank Managers recently and they had decided that skill in golf was perhaps their major asset. They could mix with the right group of potential customers. They had to be good enough to win when it was appropriate and also good enough not to win (with skill) when it was not appropriate. This is clearly a very high level of skill in that particular profession.

Well, I don't know what the equivalent skills are in education unless it is the skill of careful camouflage of reality at all times. If we do decide on the skills approach, we will have to identify our skills. We have to decide, if we can, how those skills can be most easily, readily and quickly applied. We have to decide how far the skills are transferable.

One of the problems of management training is providing the antidote to it; the antidote may be acquired more quickly than the training given. This is one reason for keeping those who are trained to a select group of Managers. The skills of management may be distributed not only amongst the Managers but amongst the managed. If we improve the quality of Committee Chairmanship for example, we may at the same time be improving the quality of the Committee who, if they have the will to outwit the improved quality of Committee Chairmanship, may raise the whole thing to a higher level of discord. Now this is a problem in the managerial process.

perception of problems

Watching of managers at work shows that they spend much of their time dealing with problems as perceived by others or problems as perceived by themselves; they are the centre of crisis "either causitive or reciprocal to". It is quite clear that many managers not only respond to this situation (as this is their role), they may indulge in preventative medicine on occasion, "preventative problem creation".

In some ways it would seem the manager has to keep on top of himself. Again the managers have an internal role problem, that is for sustaining of confidence.

the marginal administrator

And how indeed, perhaps, does one cope with the situation where this confidence has in fact gone. How does one deal with and help the marginal administrator? We are trying to deal with Mr. Average Man. In another direction, the former Chief Officer of C.N.A.A. made a point that in seeing some hundreds of submissions for C.N.A.A. degrees he found a remarkable thing; that perhaps steadily good average academics were preparing schemes of great intellectual ingenuity (and difficulty of administration) for a fairly large number of below

average students. He wondered what the effect of fairly good average academics operating complex academic schemes was going to have on fairly below average students. It may be true looking at some schemes for development for Educational Managers, one comes to this sore point. How on earth is the Head of a School on a three week course going to absorb the essence of sociology, the niceties of social psychology, a full understanding of a political theory which is foreign to him and integrate this to deal with the yelling kid outside his door who has lost his slippers?

Your work for the next day and a half is to explore these alternative approaches. In designing this conference we felt that an exploration amongst ourselves would be useful and valuable but it would be more exciting if we could remind ourselves that ideas about education administration are world wide - and certainly the processes are. We have to remind ourselves there are seven or eight distinctly different education systems within the British Isles, with their different laws, and their different ideas, their different legislation indeed; we may spend the morning working out what these are. World wide, the study of education management is far in advance of our own."

Dr. J.H. Giesbers, Reader in Education, R.C. University, Nijmegen.

Introduction in Plenary

"I have been Headmaster of a Grammar School which was the first occasion for me to come into contact with educational management and educational organisations. My present job as head of department of education in a university which trains and educates secondary school teachers, is a different arrangement from the arrangements you have got in your country. Unfortunately there is a wide chasm separating primary school teachers from secondary school teachers as far as training and education is concerned. As I said at the beginning, as headmaster of a grammar school I got interested in organisation in management. Taking up a new job as the head of department of a teacher training education department I continued this interest. The subject of educational management and organisation is very new and very novel in Nijmegen. I think that in Holland real interest started in the early 70s, it is very young and very novel, a very inexperienced discipline. The disadvantage is that I have very few colleagues in Holland with whom to discuss problems of common interest and that is one of the reasons why I am at this conference so that I can exchange ideas with you.

We have an experimental course starting in the Autumn of 1975 and you find a very short description in the syllabus in Sector 5 of the addendum."

Comments in Syndicate

He indicated that a requirement is for the head to bring his own deputy with him, not liking heads to come alone. They had been preparing since January 1974 for courses to be run in September 1975 (which were the first in Holland). In general, the problems of adminstration are identified but heads are sent an open questionnaire as to what they want on the course and this is backed up by the first day being concerned again with "need" diagnosis. The course has a core of 35% pre-structured material plus modules on organisation, on communications and human relations. There is a course team of seven running two courses simultaneously with a team of three being assigned to each course. There is a potential market of 10,000 heads. Basically, however, there are only three people servicing the course. Theoretically a head could ask for the course to be tailored to his needs; there is no problem in providing material on curriculum development, on inter-personal development and in attempting to relate theory to practice. The courses are only manned by an organisational scientist, a psychologist and a practising head, so in the end it is necessary to tell a head that if he wants network analysis he can't have it.

Addendum - Background Paper

Teaching Education Management

1. Preamble

"The process of organisation requires at least as much study and attention as the process of education ..... The formulation of the organisational design, the role of individual educationists and administrators who are its executives, and the demands made upon teachers and students, need extremely careful analysis and integration". (Wheeler, 1969, p.188.) "There is an increasing number of claims, and growing evidence, that many administrators see the "managerial" and the "educational" sides of their work as in opposition to each other, and that they much prefer the "educational" side with its air of professional purity" (Glatter, 1972, p.12, 13). If McGregor is right (and I think he is) when he says that the only fully effective organisation is organisation by consent, i.e. an organisation in which individual goals and organisational objectives coalesce, then all members of the organisation must understand the why, how and what of the organisation. Applied to education, this means that all teachers must have knowledge and understanding of the theory and practice of educational organisations.

2. Educational Management

Instead of starting from broad, general and necessarily vague definitions, it is more useful to analyse the administrator's or manager's job. Surveying the ample literature on education management one can safely say that the concept has these four main components:

- formulating and implementing educational policy. (Strategy)
- building up an organisation to realise this policy. (Organisation)
- leading and supervising this organisation. (Leadership)
- maintaining all internal and external contacts to keep the organisation up to date. (Innovation)

If the above description of education management is correct, actual and aspiring educational managers must have or obtain the qualifications necessary for carrying out their responsible jobs.

The remainder of this paper focusses on in-service teaching of education management, because in my view managerial or administrative studies cannot be divorced from practical experience in these fields.

3. In-Service Teaching of Education Management

a. Objective: To develop the knowledge, insight, skills and attitudes which leaders of educational organisations need in order to carry out their jobs.

b. Content: The content of these courses is determined by the lacunae under 2 and the objective under 3a. This means that there is no "standard program".

The gap between what educational managers do and what they should do, determines the content of the teaching of education management.

c. Methods: Learning by doing. One should learn education management, not learn about education management.

d. Organisation: The pros and cons of longer part-time courses, and shorter, full-time residential courses.

Needless to say that external factors (finance, manpower, buildings, time) often play a decisive role in the organisation of in-service.

e. Evaluation: Programme-evaluation is relatively simple and should be an integral part of the course-programme. Effect-evaluation is much more demanding and sophisticated and should be entrusted to specialists.

4. Blocks to Learning

a. Lack of qualified and competent staff.

b. Lakc of involvement of students.

c. Conflicting ideologies of staff and students.

d. Unrealistic expectations of students.

e. Careless organisation.

f. Lack of balance in the programme.

g. Neglect of the re-entry problem.

5. Education Management for (Deputy) Headmasters

This section briefly describes the first Dutch DES in-service course in education management for secondary school headmasters and their deputies.

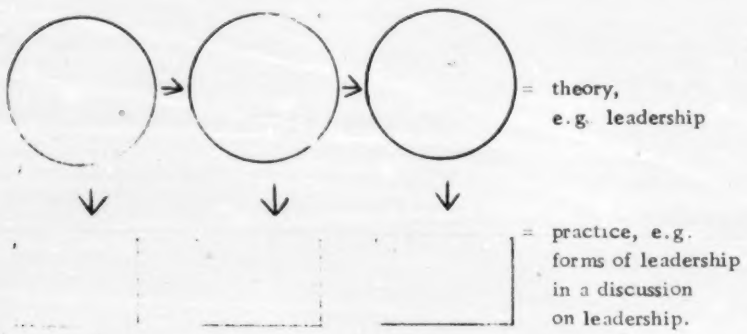
a. Objective: see 3a.

b. Staff: one co-ordinator, 6 tutors/trainers.

c. Students: heterogeneous groups of 24. Heterogeneity as to age, experience, school type, etc. Per school the headmaster and one deputy (see 4. re-entry problem).

d. Content: see 3b. The principal criterion for choosing elements from educational science (especially curriculum problems), communication (especially social skill training) and organisation (leadership, delegation, participation, innovation, etc.) is: does this element contribute to a better (deputy) headship in the sense of leadership of an educational organisation?

Theory and practice are linked by means of the following model:



The hands of theory and practice wash each other. Theoretical elements are introduced only when they can also be practised. Training elements are never an end in themselves but are applications of theoretical data.

e. Organisation: phase 1: written information to course members, questionnaires etc.

phase 2: residential course of three days

phase 3: triades (see f.)

phase 4: residential course of three days

phase 5: follow-up.

f. Triades: In phase 2 the (deputy) headmasters of three schools form a group of six persons and choose a management problem which is relevant for the six of them. In phase 3 they visit each other's school to see how they handle the problem, how they use knowledge, skills etc. acquired in phase 2, procedures are discussed, alternative solutions suggested etc. The experience of each triade is reported

in phase 4 and serves i.a. as content in that phase. Each triade can ask for assistance from the course-staff for one day only.

g. Evaluation: Programme-evaluation by the course-staff by means of interview, questionnaire etc. Longer term effect-evaluation by means of a full-fledged research project sponsored by the government.

H.K. Carey, Director of Services, New South Wales Department of Education, Australia.

Introduction in Plenary

"I work in the New South Wales Department of Education. My title is Director of Services and I am responsible to the director general for provision of educational services to schools; these include provision of library services, production and appraisal of teaching aids, audio visual aids and the in-service programme. We have about 2½ thousand primary and secondary schools, 40 thousand teachers and just on 1 million children. Two years ago a decision was taken that we should introduce as part of the in-service programme a scheme for providing, for our school principals, some training in administration. We set up on a pilot basis, a residential five day course which was so well received by the principal we decided that despite the expense we should run another which we started about August 1973. That too was so successful that it led eventually to a commitment to provide some administrative training. As a result we now have a planned programme of intervention that begins at the stage when the person has taken up their first supervisory responsibility in a school at the equivalent responsibility of the head of the subject department.

People at that level are given a three day residential course which aims to develop their skills of managing their section of the educational enterprise. We later provide them with a slightly longer course - five day residential course - for those who have been appointed to the level or its equivalent of deputy principal of a secondary school. Here again, our intention is to extend the kind of skills that we dealt with in the earliest course and relate them to a specific managerial task of the deputy principal. And on the third occasion we provide a course for those who have reached "principal" status in primary and secondary school.

During 1974 we organised and mounted something of the order of 40 courses at various levels and about 11 or 12 hundred people in executive positions within the schools attended these. We have been very heartened by the response we

have had, whether that is due to the excellence of the courses, or the fact that we take people away to nice hotels."

Comments in Syndicate

Students are self selected - usually primary and secondary heads with criteria of being between three and fifteen months on the job, coming to courses which are either three, five or ten days in duration. Three day courses are for first line supervisory staff and based on group inter-action, on communication skills and on organisational structure. Five and ten day courses have a fair input of policy formulation and educational leadership. The teachers who are seen rather as consultants, tend to be existing heads in schools and a sprinkling of authority inspectors. One of the spin-offs is good relations developing between the State executive and the schools who feel that something is being "done for them". Theoretical under-pinning of courses tends to be in the ten day course which looks at the problems of leadership for the school principal. The impetus of the course is essentially concerned with the quality of administration within schools.

Professor G. Scott, Ontario Institute of Studies in Education, Toronto.

Introduction in Plenary

"My base is Ontario, my academic base in Toronto is at the Ontario Institute for Studies in Education.

A brief word about the Institute: It was established by an act of provincial legislature in 1965 as an independent college with quite specific functions mandated - responsibilities both as a graduate school of education and as a research and development institute in the field of education along with responsibility for assisting in the application of the results of educational studies. The concept, we thought, was a new one unlike the research and development centres that had been spreading across the West. We did bring together in graduate schools those research and development facilities and within a single institution which provide for more broadly based staff facilities and a greater opportunity for systematic study than would be possible if the institute were either a graduate school of education or a research and development institute alone."

Comments in Syndicate

Scott was responsible both for full time, part time, long and short courses including Masters and Doctoral programmes. He himself was mainly interested in graduate programmes though he was involved (with his staff) in the servicing of regional, administrative short courses where the content was related to educational administration as a field of application. He saw the development of educational administration as: (a) anecdotal, (b) for use of the social and behavioural sciences without too much selectivity, and (c) post-1965, programmes drawing on the areas in (b) but attempting to relate theory to practice. There was one problem that had been noticed when using the techniques under heading (b) where potential Chief Education Officers or their equivalents who were being trained tended to become academics rather than practitioners through their gaining of a doctorate. Consequently they were now orientated to more practical courses, the content of which tended to veer towards the merit of short courses rather than longer ones. Most people on their courses were already certificated in their particular disciplines. In the United States they would already have had a Doctorate. For the summer, for the short summer courses, the school district would identify people who were aspirant Principals or Vice Principals. On the question of how you motivated practitioners to take a more theoretical line and theoreticians to take a more practical line, one had to look at method and the methods used were lectures, seminars, seminars relating to case studies and case studies which were structured on experience. The experience related to analysis and solutions of problems. Simulations were based on action in the categories of looking at technical skills, conceptual skills and personal skills; clearly one would use techniques for Principals like the video evaluation of teaching.

Most Masters and Doctors Degrees were post-experience and linked to career development for heads and supervisors. Equally training should be (and tends to be) linked to career development. A fair amount of counselling went on in the interviewing of candidates in preparing themselves for promotion into administrative posts.

Assessment for M.Ed. students was continuous. It was related to field projects and research projects. However, the overall analysis of the Masters course was based on the team assessment of the faculty and a grade had to be awarded; the certification process meant that there was danger of the programme being aimed at mediocrity.

L.E. Watson, Unit for Management in the Public Services, Sheffield Polytechnic.

Comments in Syndicate

Sheffield's courses are based on the recruitment and selection of students (post-experience). The ideal groups in the M.Ed. course were seen as post-experience across all sectors with an enriching mixture of primary, secondary, further education, administrative activities and such people as wardens of teachers' centres, etc. Considerable care is used in the selection process. People apply for the programme of educational administration; not necessarily a particular course and are subsequently placed on a particular course. References are used, telephoning, and two members of the faculty interview students on a two-way process. There is an attempt to identify the potential development of students. It was agreed that homogeneity was most likely to be found on short courses or mixed courses with a single need like "network analysis". There was an attempt to blend theory and practice, practicality and relevance to the methodologies of the course.

With the full time course there is an induction process on the expectations of students and there is a stress on the responsibility for student learning processes with support being given by group members. Written work was by assignment and on projects and a day a week is given for people to return to their own organisations. Watson saw the development of his own team as a major staff development job, on which a considerable amount of time is spent each week. The assessment of the student is done both in "the job situation" and at the end of the diploma. However, it is necessary to ask the question, What does having an MSc mean? You might be producing very incompetent but highly qualified managers and that's a problem that needs to be thought about (even in fact asking for reference from subordinates) but in the end it came down to a subjective judgement and a matter of faith.

Conference Conclusions: Project B

The need for training arises out of changing situations: therefore programmes should be developed in association with curricula, organisational and other programmes of change. Education management training should extend throughout the whole education system; training should inject management skills at all levels in institutions; management experience provision should be varied, i.e. there is no one standard approach to such provision; practising managers must understand the necessity and desirability for training and development in a changing environment; National and regional co-operation should be encouraged.

There is a need for long and short courses; training opportunities should be available on the job and pre-post; training for education management should be seen as an integral part of the job; part of the purpose of a training programme is to increase the capacity for change on the part of both persons and organisations; management training should be continuous and phased. Management training should allow a dialogue between trainers and trainees; and between managers and managed: there is a need for training and updating trainers.

There was division on whether training should be voluntary or mandatory. The conference was agreed that every encouragement should be provided.

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